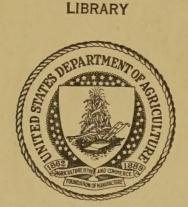


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The question of the place of labor in agriculture, its importance in relation to crop production, its constancies of employment, its ability to contribute to community and national progress based on its purchasing power, its cost to the commonwealth where purchasing power is deficient, and its level of living is recognized as one of equal importance with any other in the economy of agriculture.

The Rocky Mountain area states of Idaho, Utah, Montana, Wyoming, Colorado, Kansas, and Nebraska is one of the areas in which the growing of sugar beets is an important agricultural pursuit. Agricultural labor is an important item in these areas and employment in the sugar beet fields of these states is the principal source of income to thousands of workers and their families. Their welfare, income and availability for work is of great importance to the community in general.

Independent studies of certain phases of sugar beet employment have been made from time to time. State legislatures have considered the position the beet worker occupies in the state economy and informed and interested persons have from time to time examined their status. Knowledge of this interest, therefore, actuated arrangements by the Farm Security Administration for the meeting of responsible and interested persons in Denver, Colorado, on June 8 and 9, 1939, to discuss agricultural labor in the beet fields.

Pursuant to previous arrangements, the meeting was called at 10:00 A.M. on Thursday, June 8. The following persons were present:

Mr. Carl Kraenzel, Montana State College, Bozoman, Montana

Mr. R. W. Roskelley, Colorado State College, Ft. Collins, Colorado

Mr. Robert Cullum, Farm Security Administration, Lincoln, Nebraska

Mr. Olaf Larson, Bureau of Agricultural Economics, Amarillo, Toxas

Mr. Roy Kimmel, Bureau of Agricultural Economics, Washington, D. C.

Mr. Edwin R. Henson, Coordinator, South Great Plains, U.S.D.A., Amarillo

Mr. Josiah C. Folsom, Bureau of Agricultural Economics, Washington, D.C.

Mr. G. B. Herrington, Farm Security Administration, Portland, Oregon

Mr. C. H. Willson, Farm Security Administration, Denver, Colorado

Mr. C. E. Hazard, Farm Security Administration, Denver, Colorado

Mr. W. L. Elser, Farm Security Administration, Denver, Colorado

Mr. Jos. H. Smart, Farm Security Administration, Denver, Colorado

Mr. C. H. Willson explained that the meeting had been called for the purpose of discussing the question of agricultural labor in sugar beet production and labor supply areas. He expressed pleasure that such fine response to this invitation was in evidence and also his regrets that certain others invited were unable, because of previous commitments, to be present.

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Mr. Willson then introduced Mr. George B. Herrington who discussed the problem of migratory seasonal farm labor on the Pacific Coast and in the Pacific Northwest. Mr. Herrington introduced and displayed maps and charts showing means employed to determine the extent, nature and location of the problem and problem areas and discussed the establishment of camps in strategic points and plans for establishing and managing camps in other areas of determined need. Mr. Herrington cited, among others, the work of Professor White of Oregon State College and "Bulletin Reference 198 of the University of Idaho" for statistical labor reports. A pattern of group labor was mentioned which might be taken for analysis.

Mr. Robert Cullum then gave a report on and discussion of a recent survey of the effect of mechanization on labor in Kansas and the Dakotas and also discussed the surplus labor problem in the subject areas. In Kansas, Mr. Cullum said, it appears that about 95 per cent of the small grain is harvested by combines; the other 5 per cent is in small acreages. 'Combines' are not used in those areas where the farmers want to save the straw. Mr. Cullum discussed the handling of transient labor by the North Dakota Employment Service and discussed the question of how to get figures on labor requirements. He stated "We went at it through a field survey last summer; we interviewed 3,400 farm laborers and 1,500 farmers. We asked questions concerning place of birth, occupational training, what kind of work done in the harvest, what wages paid, work history for past eighteen months." Mr. Cullum stated that a history of labor jobs showed some 200 to 300 kinds.

An estimate of the amount of labor, source of labor and use of machinery was part of the work. Mr. Cullum stated the first general trend toward use of the combine in North Dakota was in 1925. By measuring the use of combines, binders and some headers, they were able to arrive at a figure as to the demand for labor during harvest time. They asked the farmers about labor for operating their farms -- whether they hired local or transient help, had family help or exchanged work with neighbors. The greatest labor problem was during threshing time when hundreds or even thousands of people moved in. Only about 40 per cent of the grain in North Dakota is handled by combines. There are two or three reasons why they do not use combines - the grain does not ripen evenly, they are troubled with rust, and sometimes it is a matter of credit. The labor ratio in a study made in 1934 by the BAE was 1 to 3 or 1 to 4. The cutting operation takes one or two men to the binder, and the threshing takes a big crowd. Fifteen acres represents a day's work for a binder, and as much as 40 acres for a combine. There were 25,000 transients in Red Fork Valley, North Dakota - three men for every job.

Mr. Folsom joined with Mr. Cullum in discussion of the Kansas and Dakota studies. Mr. Folsom also stated that the discussion of surplus labor includes the determination of the use of machinery which affects the labor demand.

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Mr. Willson stated the program hoped to improve living conditions and the first approach to the question was to find out what the real problem is, distribution, acquisition, farm earnings, et cetera, being only part of the question.

The subject of migratory camps for agricultural labor was discussed by Mr. Herrington. There are three camps in Arizona under construction or in operation, ten standing camps in California, and some additional authorized and under consideration. The action program calls for three mobile units (they hope to have nine), four standard camps under construction for migratory farm families - three in Washington and one in Oregon - and plans for main highway units. It was Mr. Herrington's suggetion that a farm placement office might be placed in each camp, with the idea of getting more information for the laborer informing him where there is work so that he might work constantly during the season, cutting out the necessity for spending half of his time looking for a job. The direct corollary is an information system by which reliable information can be furnished concerning conditions in one or another area, thus eliminating great rushes of people into areas where there is no work. He gave as an example the advertised shortage of hop pickers in the Yakima Valley -- 600 families arrived there just as the season ended and consequently had to be given aid. Comparisons were made between commercial farmers and small farmers.

Mr. Henson discussed the matter of subsistance farms. It was his idea that a tract of land might be bought and fifteen or twenty houses constructed, and that it be operated on a corporate basis, having a subsistence garden, a store, certain paid wages, and then share in profits if there are any. In order to compete in a way with commercial farmers, he suggested the efficiency type of unit which would be larger than the usual family size.

Mr. Elser stated his believe that those operating under corporate operations could get by with considerably less cash income than the other, and the tendency was toward a higher standard of living.

The meeting was adjourned to be continued at 1:30 P.M.

The meeting re-convened at 1:30 P.M. with Mr. Henson presiding.

Mr. Hazard spoke of visits he and other officials had made to various migratory camps and areas with the idea of comparing conditions there with those in the sugar beet areas and determination of how applied programs could be adapted to the sugar beet fields. He spoke of the difference in length of work seasons, climatological differences, and differences in types and sources of labor. He discussed the beet labor housing conditions as indicated by past studies made by various agencies and individuals. He explained a beet area map and the Colorado Public Health Service charts of certain disease frequencies in selected counties. He discussed the dual problem of permanent and

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starts and it is made to be of the contribution and made in the

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called filth borne diseases in high labor requirement areas, and slum living and housing conditions of beet workers. He discussed the low annual earnings of beet laborers and their further decrease because of lost time and expense traveling and looking for jobs. He discussed the need for, and methods of, determining sugar beet labor requirements and emphasized the problems of the resident laborers.

Mr. Kraenzel told of the beet labor study now under way in Montana.

Mr. Kraenzel stated that he thought one of the best ways to get information was through the resident worker rather than the migratory workers.

He said they went to the AAA to get ownership status, number of beet growers, acreage they used and their location. He thought one of the things that ought to be done was to go out at the present time finding out how many workers are resident workers, a resident family, whether the work is done by contract, if they are doing their own work with their own family help, or if they have help; whether they do their own thinning and whether they expect to do their own topping. That will give a picture of who is on the farm at that particular time. The difficulty that they are confronted with at the present time is that there are so many angles to the picture.

The sugar beet people of the Great Western did not cooperative in securing the desired information. There is a difference of policies in different areas; in some the sugar companies want the people to put up their own farm homes and in other areas they have discouraged the idea. One question to be settled is whether beets will be grown or not; some areas want to get away from beet growing, others are anxious to begin growing beets.

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MR. HAZARD mentioned that there were three groups, growers, workers and refiners and suggested the possible desirability of an examination of the total earning and distribution of all income from sugar beet growing, processing and sale.

MR. KRAENZEL brought up the subject of beet tare, speaking of the way the beet is topped, and thinned. The difference of tonnage and sugar content was also mentioned.

MR. ROSKELLEY suggested that employment might be found during the winter time for beet labor feeding lambs. The beet laborer has considerably lower income than a few years ago as there is a tendency to hire more help and shorten the working period.

MR. LARSON spoke from a sociological standpoint. He gave a brief history of the development of the beet industry. As far as Colorado is concerned the beet industry was introduced shortly after 1900. The first beet workers were native born Russians. These laborers were followed by the Spanish Americans until 1920.

The migratory labor was used until about 1927 or 1928 when the sugar companies began to try to stabilize the labor to some extent. One should bear in mind the fact that the Spanish-American beet laborer is different from the Russian. They were unable to climb up and become land owners as the Russians were able to do. We must also bear in mind the fact that the beet laborers now are different from those who began. Their labor and training and inability to adjust themselves, as well as color, form a social stratification.

A comprehensive study of the economic and social conditions was made in Weld County, where about 80% of the beet laborers were Spanish-Americans. A study was made from the relief standpoint. Questions were asked as to ability, employment during the past twelve months, occupational training, standards of living, and a follow-up made on continued need for public assistance. Certain conclusions have to be considered.

- 1. We need to be very careful to include the intra-relations between various groups. In New Mexico the Spanish-Americans have been very greatly affected by the changes in beet labor in Colorado, so there have been repercussions all around. We have to think of the origin of our labor; the difference in standards of living.
- 2. We think that it is important not to start any action program without giving consideration to the social question involved.
- 3. The technological trend of the beet laborers must also be considered. So many of the laborers are working for farm operators who are tenants and the farm tenant does not have a great deal to say about conditions. There is a greater turn-over of farm tenants in some counties than others. There is considerable variation and fluctuation between regions. We have much fewer group possibilities in northern Colorado than in southern Colorado.

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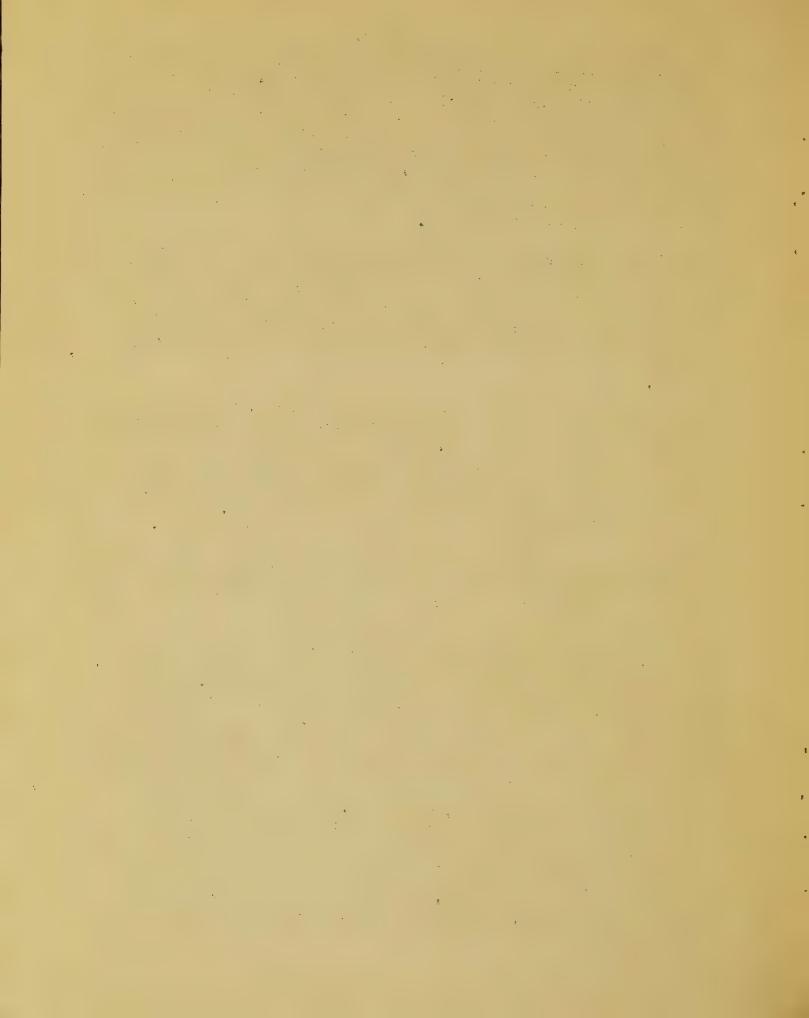
MR. ROSKELLEY spoke from the standpoint of making a study of housing conditions among sugar beet laborers in Colorado. About 1000 sugar beet labor families are to be selected. Some of the specific things interested in are the work pattern problems. It should be interesting to determine what the people should do in the way of employment in types of work other than sugar beets; whether they are resident type or other; housing facilities; condition of houses, who furnishes the gardens and who encourages them to come here. It is the consensus of opinion among the workers that many of the laborers who have come to Colorado have permanent residences in Colorado.

There is the problem of the continuity of work from one year to another with the same employer. Do they seek some other type of employment? Do they live on the farms or some other place? In talking over this question we found many of them worked as far as six miles away. It was not only a question of housing in summer, but they plan to follow the families for the next winter, whether they go to the cities, whether they have other employment, type of relief received, whether with WPA, CC, etc.

There is another factor that is to be considered, that is the attitude of the employer toward these individuals. What is his attitude towards the adequacy of the houses. If new houses were built, where would they want them, on farms or in colonies. In addition to the quantitive data they hope to make a study of 60 families to determine relationship of the sugar beet company's attitude toward suggestions made. They wanted also to make investigations as to crime, etc. They have not given much consideration to the question of transient labor.

MR. WILLSON asked whether the FSA had the proper approach to do something in housing where we have a high percentage of residents, as we have in Colorado, or whether the Triple A program should be worked out to provide an answer.

MR. ELSER told of a group of Spanish-American people near Wheatland, Wyoming who became interested in this problem about two years ago, more from the type of ownership than from subsistence. This spring they decided to go into action. They drafted a constitution and by-laws and are working as an association. They began to plan on how to use and apply for loans to participate in this cooperative association with the idea of purchasing 40 acres of land. This land was to be divided among thirty families. They planned subsistence garders and a community storchouse to take care of the vegetables produced that they might store, in the way of root crops, beans, etc. In their constitution they have agreed that the building program shall be subject to standards of the FSA. They had been told if they showed interest in this program, after having been grant clients, they might get some help and they immediately got busy. They have selected certain ones who are most efficient in their line to do the work, looking after the garden, taking care of the distribution, doing the managing, etc. They have given reason to believe that they will carry out their program and the loan application has been sent in.



MR. CULLUM asked by what means this group of Spanish-American people were brought together and was told by selection among their own group.

MR. KRAENZEL brought up the question of whether a man should work in beets and then have subsistence along side. Is it possible to think of a subsistence unit in the first place and then supplement that by work in beets.

MR. HENSON made suggestions as to how laborers could aid themsleves in subsistence. Some of the people in the South had been able to make their own mattresses at small cost by use of surplus cotton and samples. In all parts of the country there would be groups of people subsidized. There might be a barter system of supplying these areas; the surplus commodity of one area might be used by the other.

MR. HARRINGTON explained that in setting up plans for the standard camps, they will have a little shed and some facilities where the people may do some necessary work; sewing machines; automobile repair plants; a dairy with necessary grounds to support a dairy.

The camp is primarily to provide a decent living condition for the person who is dependent upon seasonal farm labor. Before the first camps were established the people camped along side irrigation ditches, and in the grape vineyards, lving in filth and dire poverty. There were 250,000 people who drifted to California looking for employment, counted as nearly as possible in eighteen months, through southern gateways. That was migration, in large proportions, of people with poverty status, which cannot be handled by any ordinary means.

MR. LaRSON had figures at hand showing that the population was increasing in the Great Plains area, in some cases doubling, with the exception of four counties. That brought up the question of how to take care of the younger generation.

MR. HENSON briefly summarized the discussion of the day and appointed Messrs. Kraenzel, Roskelley, Larson and Folsom to prepare a report summarizing the proceedings of the day and containing recommendations as to future policy. He also appointed Messrs. Cullum, Herington and Hazard to submit a report containing their recommendations. The meeting was then adjourned until 9:00 A. M., June 9.

The conference reconvened on June 9 and was continued with the following persons present in addition to those present on June 8.

May P. Tapping
Regional Supervisor
Works Progress Administration
Denver, Colorado

Mr. D. H. Cameron, Chief Regional Supervisor Division of Employment Works Progress Administration Denver, Colorado

Mr. Thomas Horsford State Director, Rural Rehabilitation Farm Security Administration

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MR. LARSON read his committee's summarization of the procedings of the previous day which was as follows:

SUBJECT: Conference on Farm Labor Situation

Farm Socurity Meeting - Donver

Summary of first day's session: By Drs. Kraenzel, Larson and Roskelley

- 1. Purpose of the meeting Willson
 - (a) To develop action research programs, and, based upon that, to develop program action.
- 2. Devoted to discussion of studies in progress.
 - (a) Pacific coast Horrington
 - (1) Transient labor (West coast) and influx of population from Great Plains and Middle West as well as South.
 - (2) Determination of peak labor requirements in communities and by industries.
 - (3) The place of labor camps and work projects (reclamation) to utilize excess labor and control of labor supply.
 - (b) Agricultural labor in small grain in Middle West and

 Northern Great Plains Cullum and Folsom
 - (1) Labor requirements on mechanized and family type farm.
 - (2) The employment service and labor supply.
 - (3) Transients looking for work, drought influence, and historical effect of low prices on demand for labor.
 - (c) Agricultural labor as Farm Security in Region X has studied it. Hazard
 - (1) Slum living and housing conditions of beet workers.
 - (2) Death rate (filth diseases) in high labor requirement areas.
 - (3) Low earnings of laborers.

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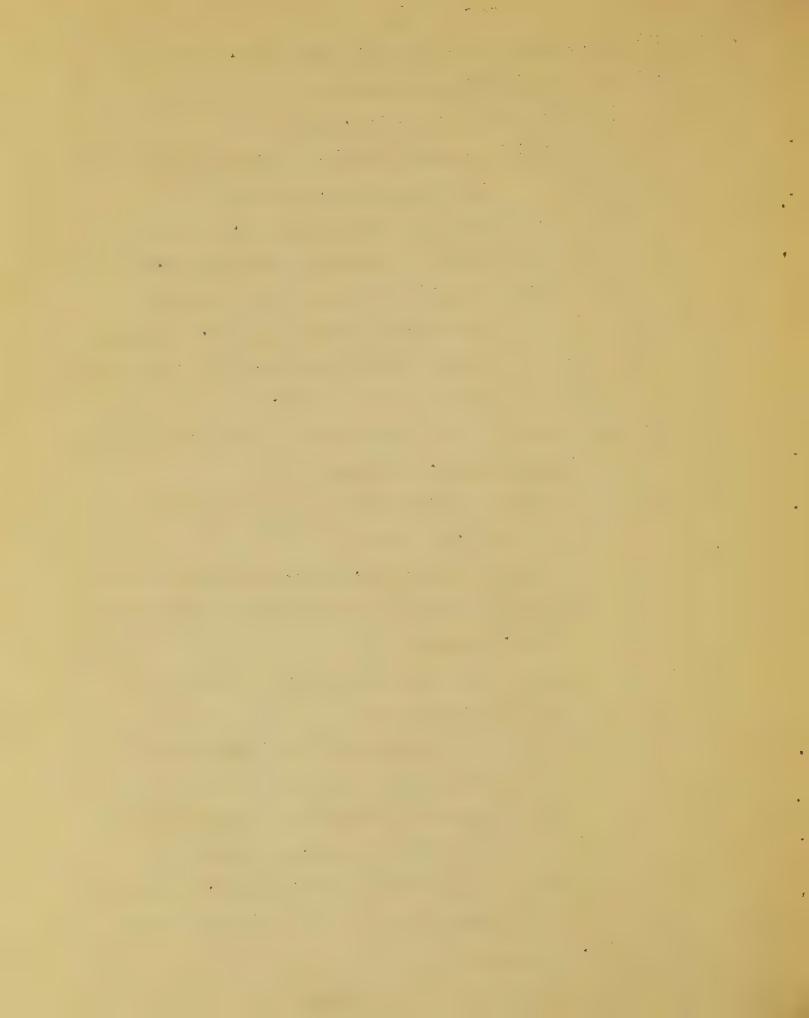
- 2. (c) (3) (a) Decreased income by reason of lost time and expense of travel and aimless searching for work.
 - (4) Emphasis upon resident labor problems.
 - (d) Farm Labor in Montana Kraonsol
 - (1) Little study only beet labor conditions being studied now.
 - (2) AAA data as a source to study labor requirements.
 - (3) Resident labor in the beet industry. Number, housing, income, length of work, etc.
 - (4) Need to know more of transient labor.
 - (5) Need to know more of factory-grower-labor relations and policy as to:
 - (a) Tochnological advances and labor.
 - (b) Tare, sugar content, and other factory practices in relation to grower and worker income.
 - (c) Shortening of time for work as a factor in decreased income.
 - (d) Policy of importing labor, giving them first work, and effect on resident laborers.
 - (e) Sugar boots as a subsidized industry and policy as to mechanization vs. human labor.
 - (f) Tenancy, mobility, and local shifts in cropped areas in rolation to labor supply.
 - (c) Agricultural labor on roliof in Colorado Larson
 - (1) Historical phases German Russians first boot workers
 who climbed the ladder and became tenants and owners;
 demand for labor later resulted in coming of Spanish-

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- 2. (e) (2) High proportion of laborers (beet) on relief.
 - (3) Phases needing attention.
 - (a) Influence of mechanization.
 - (b) Stabilizing labor in communities in relation to later changes in labor demand.
 - (c) Other means of subsidizing labor income.
 - (d) Effect of population composition on labor demand.
 - (e) Relation of ownership status to condition of beet laborers and what may be done for thom.
 - (f) Effect of labor policy (beet) not only on local area but on area of origin of labor.
 - (f) Housing and social status of beet laborers in Colorado Roskelley (proposed survey).
 - (1) Need to study housing both during beet season and during rest of year.
 - (2) Need to study living conditions, income, and health.
 - (3) Need to study social factors such as delinquency and other problems.
 - (4) Attitude of growers toward beet workers.
 - (g) Other general discussion.
 - (1) Importance of stabilization not alone in areas of influx but also in areas of exodus.
 - (2) Age composition of population in established areas and ability to absorb present migrants.
 - (3) Subsistence efforts to stabilize labor examples.
 - (4) Subsistence units as a means of raising level of living.



- 2. (g) (5) Supplementary means of employment crafts, homemade goods, barter, regional exchange of commodities,
 etc.
 - (6) Land values, capital charges and interest as a factor in stabilizing agriculture, prices, and labor demands.
- (7) Agriculture as a means of absorbing surplus city labor. Factors requiring further study to understand the labor problem:

I Historical Trends

- (a) Trend in production of commodities and fluctuations by areas.
- (b) The agricultural system and its prospects (or alternatives) in relation to labor.
- (c) Trend in labor policies.
 - (1) Origin of workers
 - (2) Characteristics of workers.
 - (3) Shifts in labor source from migratory to resident and then to migratory labor again.
 - (4) Grower laborer relations, wage, share, and contract methods of payment.
- (d) Machanization trends in relation to labor requirements.
- (e) Trends in Federal policy tariff, quotas, protection, and regulation.
- (f) Trends in interest on part of public (CIO, governors' conferences, churches, farmers).
- (g) Trends in agricultural labor organization activities.
- (h) Trends in policy followed by factory.
- (i) Trends with respect to relief and assistance to needy agricultural workers.

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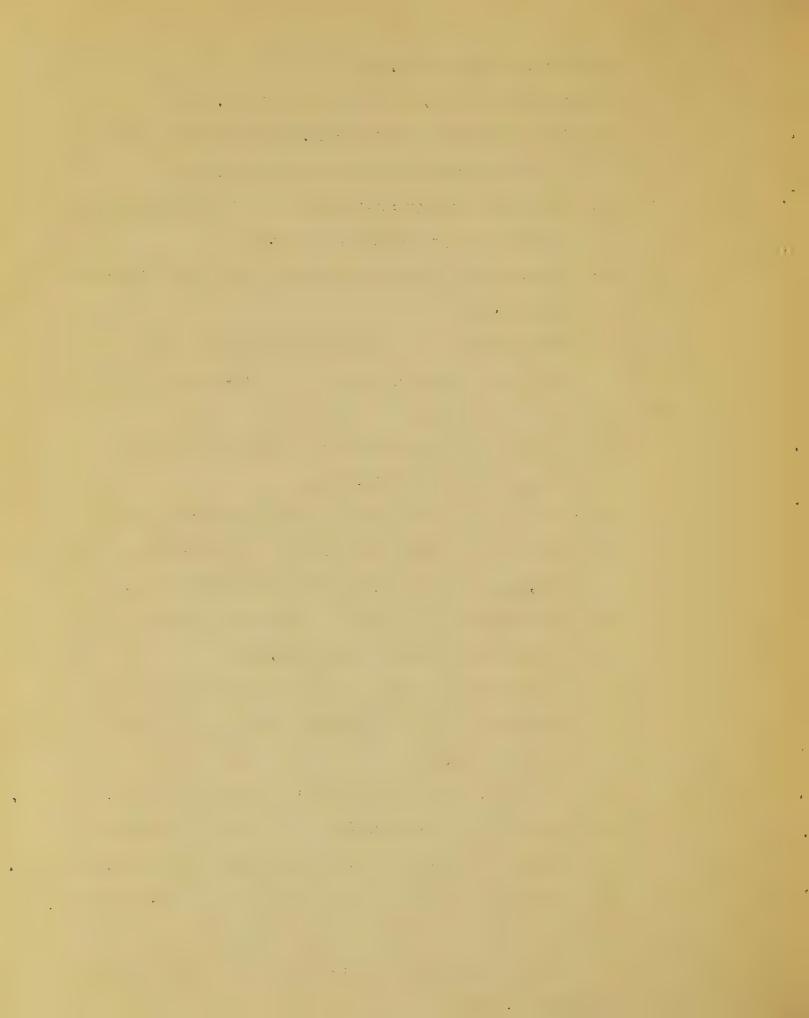
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- II Analysis of labor requirements.
 - (a) Requirements by crops, seasons and localities.
 - (b) Coordination of these data by areas, states and regions to note the differences in labor requirements.
 - (c) Separation of labor requirements as to resident (stabilized) labor source and migratory labor source.
 - (d) Fluctuations in labor requirements on the basis of resident and migratory.
 - (e) Skill requirements of labor other than those necessary in carrying on chief occupation (as laborer).

III Analysis of labor supply

- (a) The stream of migrant labor flow between areas and how to use these most effectively.
- (b) Determination of a policy as to how much migratory labor there should be from the standpoint of their effect on the community, its institutions, and its resident population.
- (c) Characteristics and source of such migratory labor in the community when studying a local problem.
- (d) The study of how to use the resident labor source most effectively to make them self-supporting and the number an area can support.
- (e) Family labor vs. and in relation to labor by the head only.
- (f) Labor by farm operator-grower (and his family) compared with labor furnished by worker, households and individuals.
- (g) Inter and inter-family labor practices and policies.
- (h) Relation of population composition and changes by local areas and the effect and influence of this on prospective labor supply.



- IV Working and living conditions of labor.
 - (a) Income from beet labor (cash furnished, etc.)
 - (b) Other sources of income other farm and non-agricultural.
 - (c) Relief as a source of income.
 - (d) Length of employment and condition of employment for family types in (a), (b), and (c) above.
 - (e) Housing condition of agricultural laborers on farms in relation to housing conditions of other farm groups.
 - (f) Housing conditions of agricultural laborers during other than farming season and in relation to housing in the community.
 - (g) Mechanization in the boet industry and its effect on labor patterns.
 - (h) Sugar beet company (and other industrial) policy in matters of payments and working conditions in their influence on labor demand, supply and living conditions.
 - (i) Health and sanitary factors in relation to workers status.

 (also other social problems such as delinquency, intermarriage, etc.)
 - (j) Attitude of farmers and the community toward labor as it influences community living.
 - (k) Contractual relations between grower and labor.
 - V Future policy.
 - (a) Labor camps as a means of smoothing out labor demand-supply relationships and living conditions.
 - (b) Housing on farms for resident (also migratory) labor.
 - (c) Subsistence units for agricultural laborers and fitting the latter into the community and economy by means of

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- V (d) Other sources of employment to round out income of laborers.
 - (e) The place of cooperative buying, selling, use of capital goods, etc. to augment the income of agricultural laborers.
 - (f) Who is responsible for providing housing and supervision to agricultural labor the farmer, the company, the community, or the government?
 - (g) Social control (government) in matters of quota, benefit payments as a lever to improve labor conditions.
 - (h) Adjustment of labor demand and supply to mechanization.
 - (i) Relief policy adapted to labor needs.
 - (j) The place of organized labor.
 - (k) Tenancy policy as a factor in determining labor demand, supply, conditions and policy.
 - (1) Recognition of dynamic affects of labor condition (supply and demand) between areas in their influence on labor policy.
 - (m) Confining beet acreage per farm to ability of family labor to handle.

VI Who shall cooperate in sponsoring research projects?

Mr. Hazard then read and discussed his committee's recommendations which were as follows:

Recommendation of committee to consider approach to problems by Messrs. Herrington, Cullum and Hazard:

I. Past studies of segments of the problem and common knowledge of conditions now existing indicate a known need for immediate attention to the question of action for amelioration of present conditions of inadequate shelter, unsanitary surroundings and conditions, uncertainty of employment, and resultant low earnings further decreased by aimless travel, excess medical expense and lack of opportunity for establishment of proper community relationships and contacts.



- II. The problem is admittedly existant but much additional information is needed, in many areas, to provide an action approach to the whole question. Some areas are now and have been for some time ready for the beginning of constructive action.
- III. An immediate partial solution which can be expected to have satisfactory evolutiomary development is action looking to the early creation of decent living areas.
- IV. The necessity for early action to obtain commitments is obvious.
- V. The combination of the factors of known, not overly complicated, conditions in some areas; the possibilities of changes in farm technique and machanization; the need for immediate action and the possibilities of concrete contribution to a large scale study of actual action in specified areas all being considered, it is therefore recommended:
 - A. That there be prepared immediately a proposal for the construction of permanent camps supplemented by temporary camps in the same or closely adjacent vicinities in Blaine County, Montana, Weld or closely adjacent counties in Colorado, and Scottsbluff County, Nebraska, of such a size as would be found by the following formula: One-half of the average of the three lowest acreages harvested in the specified areas during the ten years immediately past.
 - B. That consideration be given to the possibilities of the development of supplemental or principal (the latter preferred) activities to augment the income of agricultural workers in the beet fields. Some suggested activities are winter stock feeding by workers on their own account; furniture and toy construction and weaving along lines of natural racial craft ability, subsistence units, et cetera.
 - C. That attention be given to the immediate assembling of information and to action along following lines:
 - 1. Where and how much beets are grown in subject areas;
 - 2. Similar information regarding other crops;
 - 3. What is total employment pattern in subject areas both agricultural and industrial;
 - a. What is number and size of resident families and number of resident workers:
 - b. What is number and size of seasonal families and number of seasonal workers (migratory)?
 - 4. What are worker and family earnings?

- 5. Such other information as may develop as pertinent to the proposal.
- 6. Possibilities of land availability.
- 7. Possibilities of use of State Corporation funds for land acquisition where needed.
- 8. Enlist cooperation of local interested persons and groups.

Mr. Herrington continued the discussion by saying if we could go into the territory in which the picture is fairly clear and do it as proposed on the basis of what has been found out about it, then we will get down to the point of the action program forumlated on the least complicated research and knowledge.

"There are two schools of thought", said Mr. Henson. "We should have all information analyzed, and we should try to get a happy medium approach and then to put in new wrinkles as it evolves and have a conservative approach. There are two types of people, the big plantation owner and the little man with ten or twelve acres of ground who is farming 'on his own'."

Mr. Horsford spoke of the difference in time required to do certain work. A few years ago a few people worked under contract to do beet work and the work lasted longer; at the present time it seems to be the desire of the sugar companies to have the work done in a shorter time, so there are more workers and smaller pay checks for all.

Mr. Kraenzel mentioned that Wisconsin had set a certain pattern by setting zones.

Mr. Cullum. There are two problems involved. One is to get such information as will be required and put a useful program there; the other problem is public relationships.

Mr. Henson advised that it would be desirable to get some action promptly. He suggested getting the aid of the County Planning Committees and others who might be interested.

Mr. Folsom mentioned the following groups of people who might be interested in the labor problem - County Planning Boards; general planning groups; FSA agents; AAA Committeemen; FCA; groups of community representatives; representatives of other federal and state agencies.

Mr. Horsford thought one of the things that needed to be done was to classify the rural people and made the following statement:

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Suggestions which might be embodied in the proposed Montana report for the National Resources Committee of the Pacific Northwest.

These suggestions are based upon the experience of the Farm Security Administration in Montana, taken from a study made by various surveys which have been conducted at different times.

It appears from a survey conducted last fall that there are some 7,500 farm families needing relocation in order to stabilize those remaining in the areas from which they would be taken. This is necessary if proper adjustments in land use are to be made. According to the information available to the Farm Security Administration, there appears to be a possibility of relocating a large number of these people in Montana without disturbing present economics, providied money could be made available to purchase and develop lands which are now not being used in an intensive way.

We are submitting some detailed information gained by the survey which has been conducted. It is pointed out that enough information is available to indicate that in some cases the data which is presented in the attached report can be questioned, in that more detailed surveys in certain areas have indicated that the influx into certain areas in much greater than the number shown on the attached report. A recent survey of Flathead County gives the following results:

There are in Flathead County some 1,300 families who have moved to that county, since about 1930. About 400 of these families are stranded in the towns in that county. Another 100 or more families are living in trailer houses or moving from place to place very frequestrly. The remainder are living on cut-over land which, for the most part, is not capable even if cleared of producing a living. Reports also indicated that this large influx of people from the drought area has brought about a condition which has forced many of the people who in the past have been self sustaining on to a relief basis.

It would appear that in any long range program which is attempting to bring about proper adjustment between resources and people, it might be advisable to classify rural population. A proper classification would determine to some extent the course which should be pursued in rehabilitation and relocation work. Classification might be grouped as follows:

(a) Aged.

(b) Farmers who have shown themselves to be good producers with fair managerial ability, but have been unsuccessful due to uneconomic units and low prices.

(c) People who have and are making a pretonse at farming but have always depended upon outside income to supplement their meager income from farm operations. This includes a class of people who in an expanding economy fit in very well in farming communities because they furnished seasonal labor for the better farmers.

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(d) People attempting to farm who are not able to carry on farming operations due to physical disabilities or where there are no male members able, or old enough, to furnish the required labor and, therefore, must of necessity depend upon hired help to perform the necessary work.

(e) Farm laborers who can find only seasonal work, such as beet

and harvest labor.

If a classification such as the above outline proposes were made and a policy could be developed and inaugurated which would provide the agod group with comfortable homes, necessary land for gardens and pasture for subsistence livestock, they could, together with old age assistance, be given security and a status which many of them do not now have.

The group falling under the (b) classification would be those who could be rehabilitated in placed, or removed to some suitable location by the Farm Security Administration.

The group listed under (c) might be handled in somewhat the same way as proposed for the (a) grup, except that besides providing an opportunity for subsistence gardens and livestock under supervision, their income could be supplemented either by seasonal labor in private employment, or by a national works program.

In the investigations which have been conducted so far, one finds that many of those falling in this group, and also in the group under (e) are without skills and a community established such as here described would lend itself to the introduction of vocational education, which would provide an opportunity for many of those who are without skills to be trained in occupations which require skilled operators.

Those falling in the (d) classification would very likely become the responsibility of the State Welfare Department and its assisting agencies.

If something along this line could be worked out, it would to a large extent eliminate those now falling under the (e) classification, in that the communities could be established in the areas which require the greatest amount of seasonal labor.

The above suggestions, if put into operation, would tend to stabilize the population, which in turn would permit society to work with the various groups in order that they might be given the best opportunities possible. As long as populations are on the move, it is absolutely impossible to do any very worthwhile and constructive work with them. We would like also to point out the desirability of arrangements being made with other agencies, such as the Indian Department, whereby hundreds of thousands of acres of valuable land, now idle, could be developed by the application of water. If suitable arrangements could be made which would permit leasing arrangements over a long period of years, a large number of the farmers now

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stranded in dry land areas could be rehabilitated on this land and at the same time Indian owners would receive more in the way of rentals than the land now produces. This is especially true of that large tract of land lying below the Fort Peck Dam, along the Missouri River bottom and extending to the Dakota line.

It is not necessary here to give data concerning the above mentioned project as that is available elsewhere and in much more detail. In the development of a policy looking toward the establishment of a permanent agriculture in Montana, it would appear that it might be advisable to inaugurate a little works program under the Department of Agriculture, which would permit farmers who are in need of assistance to perform useful work on the lands which they own or operate under the direction of the Soil Conservation Service or some other agency. This work should be done in accordance with an approved land use program for that community. A program of this kind, if rightly used, would tend toward a stabilization of a community and a rebuilding of the national resources.

Mr. Henson suggested that the necessary steps be outlined. How much of the necessary information would be made available by the agencies represented at the meeting and how much would they need to get. One thing should be thoroughly discussed by the group of people attending the meeting—the use of the planning units of the county. They wanted information on agricultural labor, et cetera. They wanted to discuss coordinated research programs. If this could be approached in a unified way, what could each particular agency contribute.

A committee composed of Mr. Henson, Mr. Kraenzel, Mr. Hazard and Mr. Folsom was appointed to work on procedure methods.

The meeting was adjourned until 2:30 P.M., at which time Mr. Hazard read the outline of procedure as the committee had drawn it up:

Procedure for research and action regarding beet labor situation:

- I. It is recommended that an experimental research and action program be undertaken immediately. Reasons for the recommendation:
 - A. We know, in a general way, that there are serious difficulties in the case of the beet labor households.
 - B. Action cannot await complete assembling of all necessary data.
 - C. There is developing what can be called experimental research which would include the following:
 - 1. Accumulation of necessary data to prosecute a project financially.
 - 2. Set up a reasonable project program involving labor camps in communities having a large amount of migratory labor,

- including consideration of subsistence units and incomesupplementing activities such as feeding of livestock, et cetera, where there are resident laborers.
- 3. Accumulating additional research data for these same project areas and other sugar beet areas to study the historical conditions and to note the prospective developments so that the necessary and incidental changes and adjustments can be recorded, serving as a guide for other areas.

II. Preliminary gathering of data.

- A. Gather necessary factual basic data to support docket for action program. This is to include:
 - 1. Acreage by crops in the proposed project areas.
 - 2. Length of crop work season.
 - 3. Amount of labor required.
 - 4. Number and size of resident families and workers resident in the area.
 - 5. Number of workers who come to area for seasonal work and who leave when work is finished.
 - 6. Customary practices and procedures with respect to factory-grower-worker relationships.
 - 7. Industrial employment in area.
 - 8. Prosent housing facilities.
 - 9. Income of workers and families.
- B. Research project to accumulate data in accordance with outline suggested in the conference.
- C. Project operation. These project operations and results of project operations to be observed and incorporated in the general research study.

A discussion of the procedure outline followed. Mr. Herrington called attention to the fact that the public health aspect should enter into the program.

Mr. Willson questioned whether the data at that date would substantiate the figures given as to the amount of resident laborers in Colorado and it was decided that a safe estimate would be that about 40 to 50 per cent of the beet labor is from out of the state.

Mr. Horsford expressed the thought that there was, according to his information, a greater need for subsistence units than labor camps. "I think if we are going to exist as a democracy, we should think of some of the people being as we are, that they enjoy the same things that wo do."

Mr. Herrington spoke of the danger there might be in the moral of the children of the migratory families in five or ten years from now. As a result of their moving, many of them were behind others of their age. If society is not responsible for them now, what is their duty to society ten years from now?



Mr. Horsford "I am wondering if the fellow who lives in Billings during the winter and goes back out in the spring isn't as much of a migratory laborer as those who come from other states. The farmer, in order to have a labor contract with these people to do all the work in connection with the beet crop from spring to topping, gave them garden patches, et cetera. After Federal agencies came into being the farmer tries to get rid of the laborer when no work is available."

Mr. Roskelley "Should there be a labor camp for single transients as well as migratory families? May I point out that we are not going to get a very accurate picture of what we are doing until we get a combination of important factors where there are resident laborers and others where there are migratory laborers?"

Mr. Willson Suppose we should go into a community with the idea that there is a problem recognized, one thing that will alleviate conditions there will be some housing and sanitary facilities. Another thing that would alleviate conditions there, we might decide: if the Public Health Department of the State did not say 'while you are putting in those facilities, we will put in a health nurse' would be use of Federal money to provide health service. We would also work with school authorities, saying 'what would you do if we did so and so?' A Cooperative Health Service should make it possible for them to be able to carry themselves and aid health authorities.

Mr. Cameron, speaking for the WPA, said there are certain types of projects for different types of work and possibly some arrangements could be made for their assistance in the beet labor program, such as tabulating research material.

Mr. Folsom mentioned the advisability of coordination between the different research organizations and labor groups, such as the BAE, AAA, County Planning Groups and possibly representatives from organized labor groups such as the CIO. It was suggested that incomes of laborers living in rural sections might be increased if they lived at home. Mr. Folsom gave them the assurance that the BAE would assist as much as possible.

Mr. Roskelley said arrangements had already been made with the NYA to collect data on about 1,000 families, selected at random, in the sugar beet districts in Colorado. The purpose of the survey was to give a picture of housing conditions among sugar beet laborers. By so doing, they hoped to solve several problems that grow out of a deficiency in housing conditions.

Mr. Willson offered to make clearance of records, if possible.

Mr. Cullum offered to assume the responsibility, as far as possible, for the assistance of the BAE, FSA and Farm Subsistence reports for the Nebraska territory.

Mr. Larson planned to assist as much as possible with historical work but could not put in full time.

Mr. Hazard reported that he had planned to work in Weld and Blaine Counties.

Mr. Willson suggested that we ask that the BAE help as much as possible and assign a man to come out and work on a full time basis for the next few months.

The group agreed that a research program in the field in which the college agencies engaged should be under the supervision of the Bureau of Agricultural Economics.

The conference group approved the report of the committee on procedure for research and action regarding the beet labor situation.

The following motion was made, seconded, and carried:

"All in favor of asking the BAE to appoint one man to assist in coordinating and directing the Agricultural Labor Research Program of the Rocky Mountain Sugar Boet and Labor Supply Area, this is to be in addition to all assistance possible from Regional, State, and other assigned BAE men in the field, please say 'Aye'."

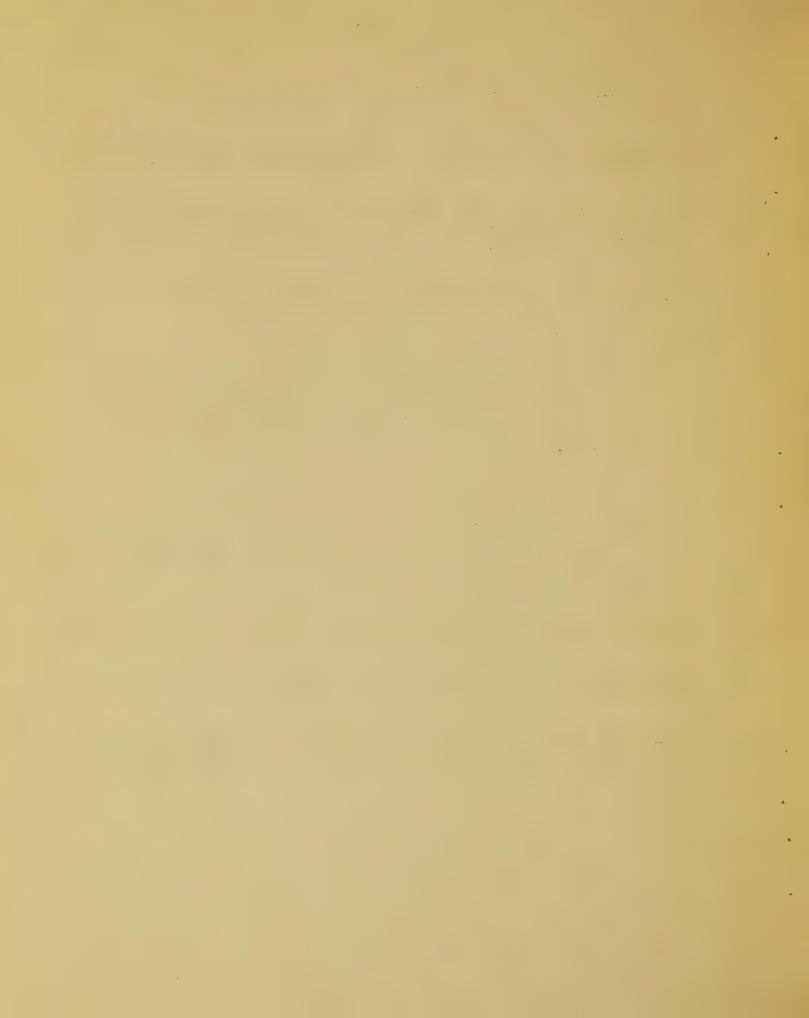
With reference to WPA assistance, the following motion was carried:

"All in favor of asking that the WPA give serious consideration to such ways and means possible in assisting with the Agricultural Research Program of the Rocky Mountain Sugar Beet and Labor Supply Area, please say 'Aye'."

Miss Tapping made a few comments as to the desirability of the proposed program of the FSA, and also made favorable comment on the splendid work that had been done in Region X along health lines by Dr. Williams.

Mr. Cameron again stated that if the work came under any department in their organization they would be glad to cooperate.

Mr. Willson extended his thanks and appreciation to those coming here to assist with the meeting and asked that the heads or chiefs of the departments which they represented be told of his appreciation of their cooperation.



Schedule proposed to be used by Dr. R. W. Roskelley, Colorado State Supervisor of Social Research, in a study of housing conditions among beet laborers in Colorado.

Approximately 1,000 sugar beet labor families will be interviewed. It is expected that the schedule will be revised before the actual study commences.



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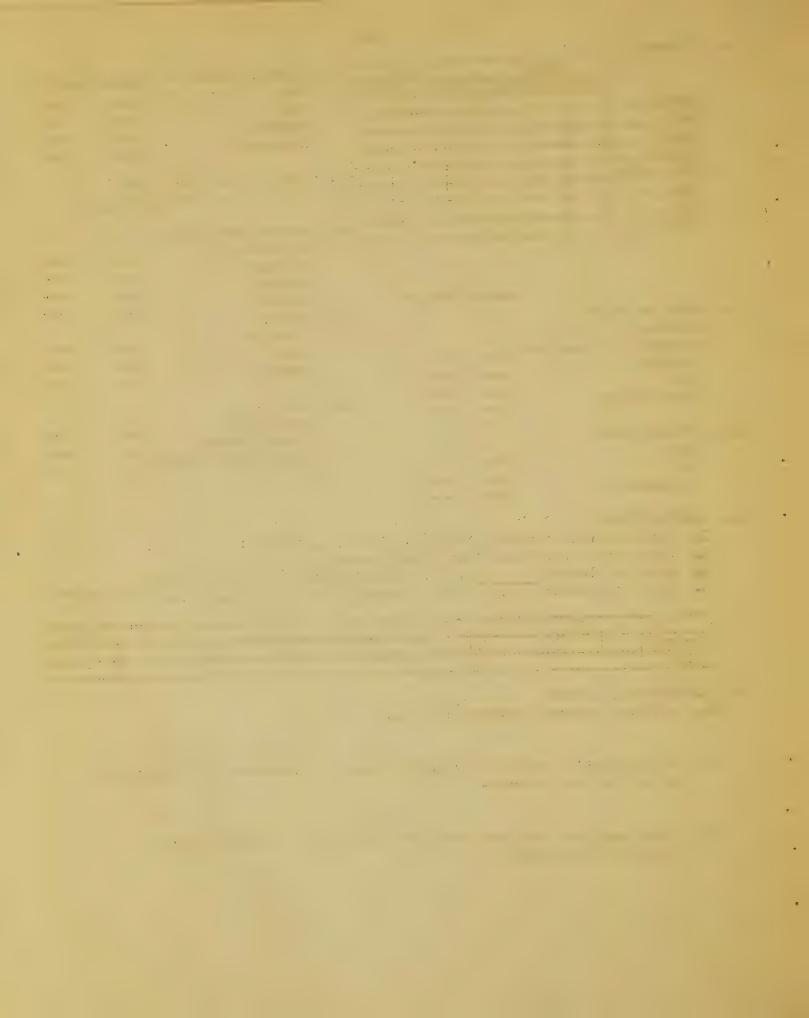
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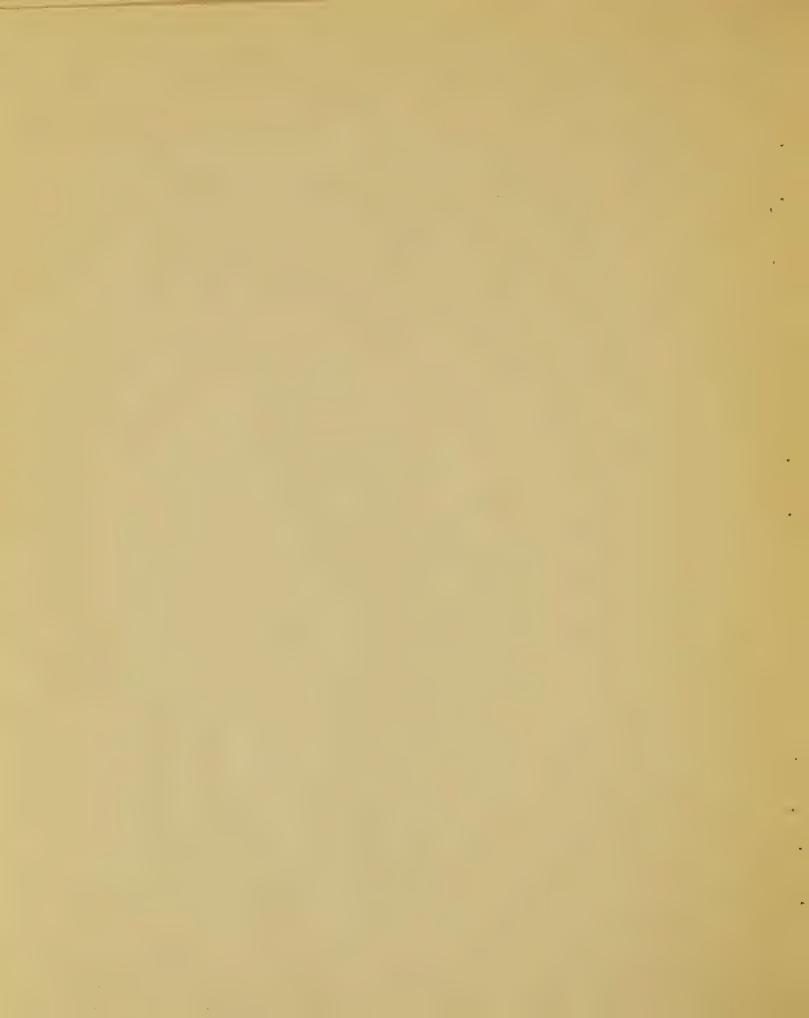
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				-	ruis Brimilia									
Н.	RELIEF RECO	ORD												
	1. Receive	d re	lief d	during	g 193'	7 ()	: 193	8 (): 1	939 (().			
	2. Date fi													
	3. Date of	clos	sing			4.	Total	moi	nths	last	relie	ef ner	fod	
													FSA.	AR).
	-0 T							_ (.				· • · · · · · · · · · · · · · · · · · ·	, , , , , , , , , , , , , , , , , , , ,) 8
		J.			3 (0 1	V	D	J	F	M	A	M	Total
	Limount							-				The latest the same of		
	77.				-				-		-			

I. EMPLOYER'S ATTITUDE

- 1. Attitude toward adequacy of house.
- 2. Willingness of employer to invest money in improvement or building of house for beet laborer.
- 3. Would employer want new house for sugar beet laborers built on employer's property.



Schedule used by Dr. Carl F. Kraenzel of Montana
State College in the survey of the farm labor problem
in Montana--the beet laborer family in the community-in certain specified sugar beet areas within the state.
This survey is still in progress.



Open Country						Schedule NO.			
Village	at section and the section and	MONTAL	MONTANA BEET LA	LABOR STUDY		Interviewer			
Town	1					Date of Interview	erview		
I. Name	Be	Box No.	P.0.			County	State	te	
If open country, lives	res No.	miles	f. Dir.	from P. 0	Sec	Twp. R.	Range Na	Name of Farm	arn
II. Family composition	on (Anyone		living in household		the period J	during the period Jan. 1, 1938 to Dec.	Dec. 31,	1938)	
Household Member Household Mem	Rel. Sex	X Of Birth	Date of Natur.	Race Ind.	Highest Grade Comp.	Present Residence If gone since Jan 1, 1938	once Empl. Jan Worker	e,	Occupation
1. Head									
2. Wife									
3.									
4.									
5.						e de mente de la companya de la comp			Additional Strategy of the second sec
6.						in de sealth an the sealth and the s			
7.									
8									
6									
10.									
Date of Head's first employment Has Head been regularly engaged	Head's first employment been regularly engaged		in beet gr	growing operations work? (Check) Yes	tions Yes	OM	Where		
List occupations of Head other than beet labor	is of Head	other th	lan beet 1	abor in last	حد				
III. A Resident changes of household during 1	ges of ho	usehold	luring 1938	89					
Residence Change Location 1938 Dec 31 '37	Location Dec 31 '37	n Cond. No.	Garden oms (Size)	Garden Second (Size) Location	Cond. No. House.Rooms	Garden Third (Size) Location		Cond. No. House.Rooms.	Garden (Size)
Date of Move									
Open Country Sec., Twp., Range									
Town or Village									
Street or Owner									
Factory Colony									
Trailer House or Tent									



Schedule No.	Acres in Crop	Acres in Crop	Dec. Tutals				
c. Disabilities . Neture of Disabilities,	why? ct () W. Tenure:	Cropper	July, Aug., Sept, Oct., Nov.				composition. Part II
III. Line No.	If no () Oral Cont ngs ngs this summer:		Mar. Apr. May June				line number in family
III. b. Reasons for residence changes From Previous Location To Location as of Dec 31, '37 From Dec 31, '37 to Second Location From Second to Present Location	plan to remain in 1938Agreement: Acres Rate F Acres Rate F Acres Rate F Acres Rate F	d rersons	Sources of Family Income Jan. Feb. Boet Labor Ders Worked (Family) Income Rec'd Benefit Yield	Payments (Head) Other Em- Days Worked ployment (Head)	* *	Public As- sistance DFW, Agency WPA; NYA; FSA Prit. Agency Amount School	rod rod



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Extended by	Purpose	Amount	Amount Repaid	Amount Due
Extended by	Purpose	Amount	Amount Repaid	Amount Due
Extended by	Purpose	Amount	Amount Repaid	Amount Due

Social Data. Brief description for present farm on which Head was living, Dec. 31, 1938 M.

a. How many cropper or tenant families b. Distance to School Country? Yes Location-Sec. Twp. Range Teachers	Miles Self-	Whe	paid up Member? Yes No Amount Yearly?	Has family attended in past year? Yes No About how often per month Where located? Distance?	Where do family members go to shows? Name of towns For other purchased recreation	Do they attend local community and neighborhood activities? Yes No How often per month?	Housing: 1. House owned Rented Free 2. Cost of Rent(MO.) 3.Kind of house Cond.	5.No. Rooms 6.Running water 7.Is there a barn? Cond. 8. Other bldgs Cond.	f. House equipment: 1. Type heating system 2. Type cooking stove 3. Kind of light	ilities
How man Distand		TownYes	Church	Has far	Where	Do they	Housing	5.Nc. F	House	4. Refa
е п Д			0		م		0		4-1	

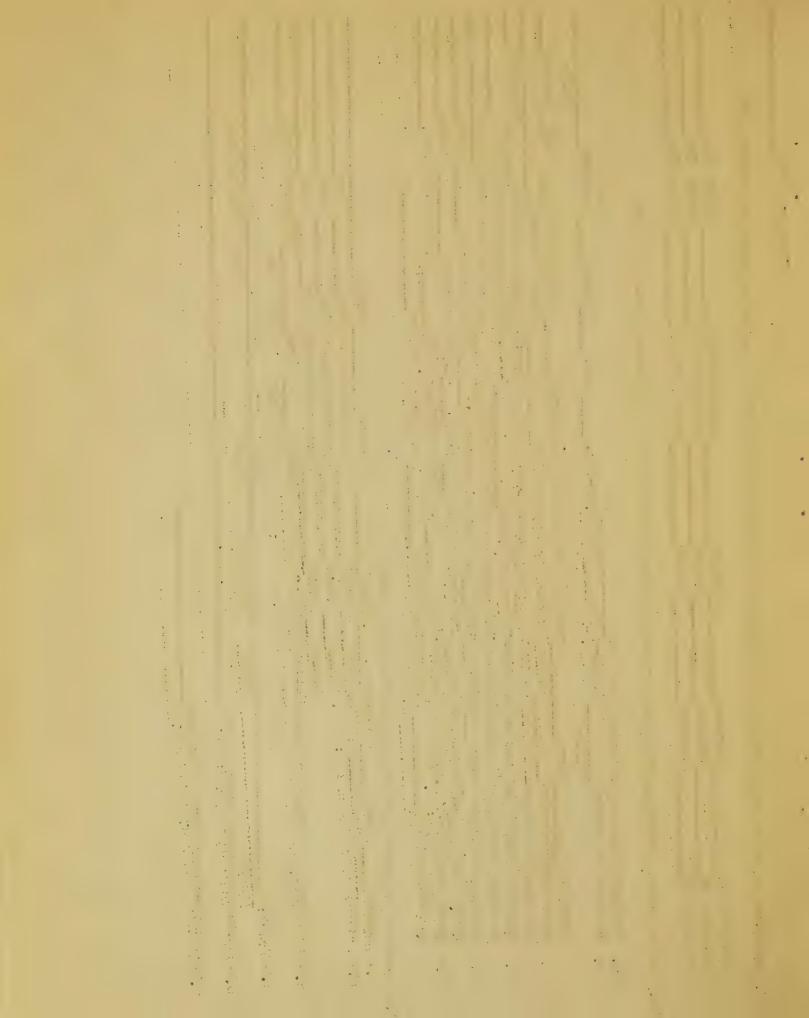
VII. Present Resources and Facilities (Dec. 31, 1938)

	When	When	When	Reimbursement
ns Other	Have butchered: Hogs	Have butchered: Cows	Have butchered: Calves	Cows
Chickens	Have	Have	Нау	: Horses
HOES	When?	When?	When?	tock, use of: Horses
	No. Hogs	Cows	Calves	borerLivest
COWS	b. Animals to be butchered: No. Hogs			c. If tenant, cropper or laborerLivest
a. Horses	Animals to			If tenant,
ದ	· q			0

long	Vear Begig No.
how long how long	
how	Model
	Regis. No.
	Year
Truck:	Make
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List)
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owned
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iner
ach
M III.
Far
•

f. Is farm machinery mortgaged;



Feed on hand, hay and fodder

tons, grain

bushels. How acquired?

IX. DEBTS OWED (Amounts as of Dec. 31, 1938)

To Whom								
Amount		•						
For Items	Doctor and Medical	Dentist	Other Personal		Personal Notes			Other
To Whom								
Amount								
For Items	Groceries	Clothing	Taxes	Rent	Farm Supplies	Car	Other Farm	



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Relutionship of worker to grower and factory:

Zi.

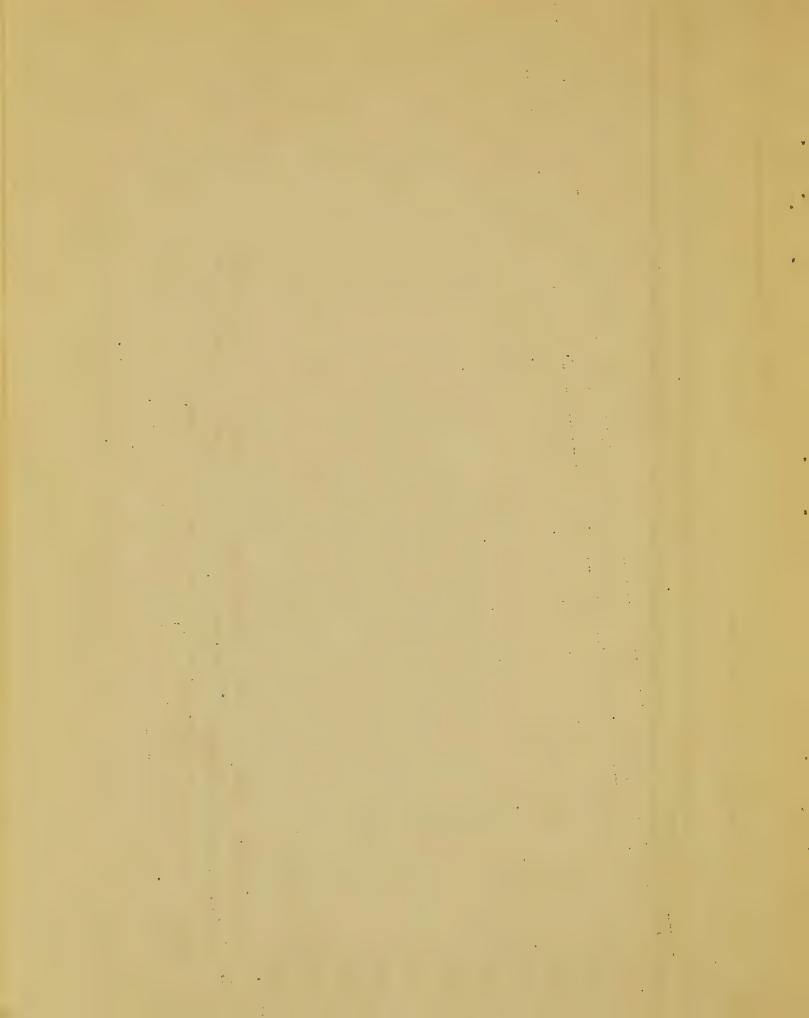
Other comments:



XII. Occupational & Mobility History for Head.

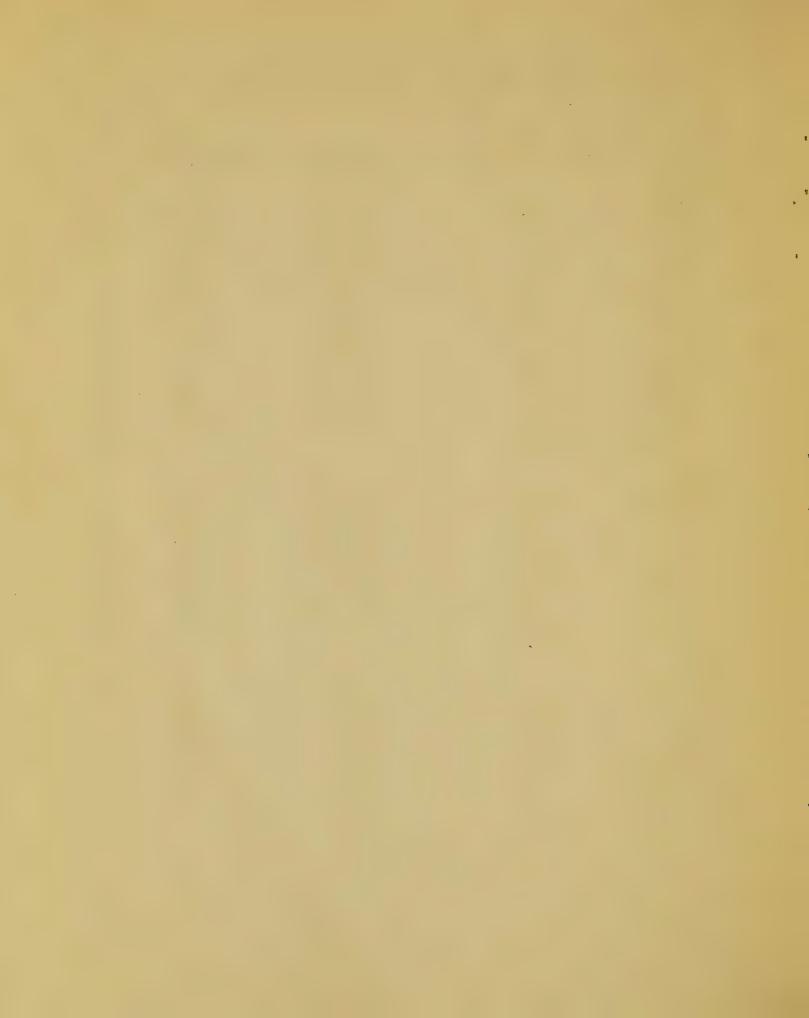
Reason for Moving											
Farm location of Tenant. Laborer or Operator.											•
Tenant						and the state of t		and and approximate	or and outside the		
owner	and also recognized the first or							pungganggan na panggan ang ang ang ang ang ang ang ang a	mi stempunakina tub glah afr	gygidelmakkurming te denti tijpel	
Laborer owner.											
Occupa- tion											
n State										to excellent glan to adjoint glasses	
Location							-				A THE STREET
YEAR	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938

If laborer, put operator's name. If owner, put name of nearest P. O. or community to show changes in location of farm, even if within a community. If tenant, give name of owner, or some other evidence to show change of landlord.



Tabulation of Acreages Taken From 1935 Census Showing Harvested Acreages of Sugar Beets in 1934

	Acres	Acres
State and Coun	ty Harvested	State and County Harvested
	The Control of the Co	Administration will sense on the contraction of the
COLORADO		
Adams	6,797	Larimer 14,633
Alamosa	806	Las Animas 1,452
Arapahoe	790	Logan 16,483
Bent	2,891	Mesa 1,309
Boulder	7,453	Montrose 1,464
Conejos	127	Morgan 18,372
Costilla	13	Otero 8,818
Crowley	278	Prowers 3,552
Delta	2,810	Pueblo 7,230
Denver	15	Rio Grande 5 152
El Paso	711	Saguache 88
Fremont	14	Sedgwick 3,960
Garfield	2,063	Washington 1,780
Huerfano	161	Weld 63,824
Jefferson	707	
IDAHO		
Bannock	1,464	Jerome 398
Bear Lake	28	Lincoln 38
Bingham	8,165	Madison 4,146
Bonneville	6,623	Minidoka 706
Cassia	1,168	Oneida 39
Franklin	5, 855	Power 5
Fremont	481	Twin Falls 280
Gooding	10	Washington 84
Jefferson	3,150	
KANSAS		
Edwards	120	Jackson 42
Finney	6,288	
Ford	129	Kearny 1,235
Gray	132	Lane 22 Ness 146
Hamilton	669	
	42	Pawnee 1,126
Hodgeman	46	Rush 128



State and	Acres	State and	Acres
County	Harvested	County	Harvested
MONTANA			
Big Horn	6,255	Phillips	1,830
Blaine	5,669	Pondera	570
Broadwater	1,023	Powell	350
Carbon	4,128	Ravalli	5,418
Cascade	531	Richland	8,365
Custer	889	Rosebud	2,230
Dawson	130	Stillwater	1,834
Deer Lodge	350	Teton	34
Lake	2,860	Treasure	1,846
Madison	23	Valley	305
Missoula	382	Yellowstone	18,712
NEBRASKA			
Buffalo	2,229	Keith	859
Dawes	408	Kimball	1,053
Dawson	744	Lincoln	800
Deuel	654	Merrick	60
Garden	1,272	Morrill	9,568
Garfield	12	Phelps	146
Hall	1,070	Scotts Bluff	37,903
Kearney	102	Sioux	1,917
UTAH			
Box Elder	7,056	Salt Lake	101
Cache	12,371	Sanpete	708
Carbon	407	Sevier	3,157
Davis	1,212	Utah	4,880
Emery	44	Wasatch	212
Jaub	64	Washington	84
Morgan	202	Weber	1,723
WYOMING			
Big Horn	5,788	Laramie	687
Converse	1,327	Park	2,713
Fremont	1,798	Platte	4,888
Goshen	15,605	Sheridan	2,228
Hot Springs	93	Washakie	6,996
Johnson	60		

